1: Longrigg G-4, 5 (ca. 1915-1940) MH1 Iraq MH1

jects for which local pride was clamouring. Municipal administration was restored to the Turkish pattern of an elected Council and a nominated Mayor, but with the abolition of many of the old abuses and sinecures. As modern and exact cadastral town plans were prepared for all towns and many villages, largely based on specialized air photography, property rights were better established, with good effect on urban enterprise.

Educational and medical services were well conceived, and showed substantial advance on Turkish levels. They felt their way haltingly from the capital and cities to the villages, but were cramped as ever by shortage of funds and of trained teachers and practitioners. Over educational policy there was conflict of views between those, including A. L. F. Smith the British adviser, who felt that teaching must above all be sound and based on moral values, and those to whom more and more schools, however staffed and with whatever standards, were the panacea for backwardness. If it remained, indeed, a generation later, a reproach of the 'Iraqi intelligentsia against the British that too little was done during this decade for education, the defence must be that there could be small value in mass-produced literacy, even if money, buildings, equipment, and teachers had been available, which they were not. Meanwhile the Education Ministry was the first to be by 1923 all-'Iraqi in executive authority. Government primary schools multiplied from less than 100 to more than 200. Graduations from the few secondary schools, in the three cities, began in 1924. Evening classes were formed for the training of secondary-school teachers—the first phase of the later Higher Training College. Primary-school Teachers' Training Colleges were maintained in Baghdad for men and separately for women: in the former some students were specially trained for teaching in rural schools, but to a standard later found inadequate. There was as yet no girls' secondary education, other than private. Government boys' secondary schools were few; post-primary technical schools existed at Baghdad and Mosul only. An American secondary school for boys was opened, under Dr. Colin Staudt, in 1921, another for girls in 1925, both in Baghdad; the former, like Van Ess's school at Basra, was an enterprise of the Dutch Reformed Church, the latter of the United Mission of Mesopotamia. The College of Al al-Bayt, to which the King was devoted and for which the Awqaf Ministry found funds, offered a course only in Islamic theology. The Law School flourished. The immense archaeological wealth of 'Iraq was not neglected. Excavation was carried out in 1922 and later by British and American learned bodies at Ur, at Kish, and at Tirkalan near Kirkuk. The finds of the German excavations at Babylon were distributed. The Baghdad Museum,

1: Longrigg G-4, 5 (ca. 1915-1940) MH1 Iraq MH1

ment appointment. A School of Agriculture, founded hastily and inefficiently in 1928, was perforce discontinued for lack of pupils two years later—to be afterwards refounded. A Health Officials' school, in connexion with the College of Medicine, in 1932 replaced the existing Pharmaceutical School: a year later a Nursing school was inaugurated, to which a midwifery section was to be added in 1936. The training of rural teachers at the primary teachers' stage was discontinued; but its necessity, urged by the American mission which visited 'Iraq under Dr. Paul Monroe in 1932, was later to be recognized. The provisional plan of 1923 for higher teacher-training was also discontinued, for later amendment. Another American secondary school, this time a Jesuit enterprise, was founded in Baghdad in 1932, and accepted pupils of all faiths. Government secondary schools by 1930 numbered fifteen, primary nearly 300. The theological college of Al al-Bayt closed its doors in 1929. The Law School, 'Iraq's nearest approach to a university course, kept all its popularity and produced civil servants as well as advocates. Separate Assyrian schools taught little but their own brand of religion. Kurdish schools, thirty in number by 1930, included one intermediate, and one for girls. Annual grants were made to the schools of the minority communities and foreign missions; their standard, not least in European languages, was generally higher than in those of the State. About 8 per cent. of all Government revenues was at this time spent on education. Lionel Smith retired from the Advisership to Education in 1930, and was not replaced.

Greater sums than this were needed for the services of security: a fifth or more of Government income maintained the 'Iraq Army, and nearly a sixth the Police Force. Since the Levies, reduced to two battalions in 1928, were used decreasingly on operations, and the Royal Air Force, reduced from eight squadrons in the period 1922 to 1926 to four in 1930, was soon to be no longer available for internal operations, reliance must be on the Police and the 'Iraq Army; no pains, therefore, were spared to augment and improve these. The Royal 'Iraqi Air Force came into existence in 1930, with five light aircraft. The Army, to which Great Britain contributed a grant until 1932, was developed with the close guidance of a British Military Mission which, increased from six officers in 1921 to forty-six in 1930, was then reduced to twenty-six. It trained its own officers at military and staff colleges, and by the dispatch of selected men to Sandhurst or Quetta. Recruiting in the period 1926 to 1932 was voluntary, numbers sufficient, training and maintenance adequate, discipline good. The strength of the Army by 1932 approximated to two brigades. It was unfortunate that its most frequent operations, against Kurdish insurgents, were in

3: Clark S-5 (1950) 1951 MH1 Iraq MH1

COMPULSORY EDUCATION IN IRAQ

embody previous legislation and regulations into the General Education Law of 1940. Under this law it was directed that 'The Ministry of Education shall undertake to create a nation sound in body and mind and character'. So far as primary education was concerned it was provided that it should be free, that the age of admission to the primary school should not be less than six and that the period should be six years. It was also decreed that 'Primary education shall be obligatory and shall be carried out in the districts assigned by the Ministry of Education when necessary facilities are available. Pupils' guardians infringing this Article shall be liable to a fine not exceeding three dinars'.

By this time the administration of education had been highly systematized and it remains so in the hands of the Ministry of Education centred in Baghdad. A feature of this administration is its very high degree of centralization, with the Ministry of Education controlling and supervising the most minute details both of curricula and expenditure. The Minister of Education himself appears to exercise a greater control of detail than in other countries. Under the Minister primary education is directed by a Director-General of Primary Education. In each of the fourteen provinces of Iraq there is a Provincial Director of Education who is, in reality, the agent of the Ministry of Education, and is in no sense a local official responsible to a local authority.

THE PRESENT POSITION OF COMPULSORY EDUCATION

Although legal provision for compulsory primary education was made in the General Education Law of 1940, as a reality it does not exist in any part of Iraq. Over the whole of the country out of an estimated total of 750,000 children of primary school age, not more than 175,000 attend primary schools.

Shortly after the passing of the General Education Law of 1940 an attempt was made to apply its compulsory primary education provisions in two of the provinces. Apparently, however, the declaration of compulsory education in these two provinces failed in its object. The main reasons for this failure were the poverty of the majority of the parents who were unable to dispense with the labour of their children on the land, the mobility of part of the population which was still in a semi-nomadic state, and the inability to persuade teachers to live in remote villages where housing facilities and other amenities are most inadequate. It is also stated that, these economic and social reasons apart, other factors such as the unwillingness of the local courts to inflict the legal penalties for non-attendance and the active opposition of

3: Clark S-5 (1950)1951 MH1 Iraq MH1

powerful local landowners operated as effective obstacles to compulsory schooling.

Despite this initial failure of a modest attempt to apply compulsory education in certain parts of the country, enlightened opinion in Iraq is strongly in favour of educational development. Because of the economic, political and social obstacles which will have to be overcome before a real approach to universal compulsory education can be made, few if any of the country's educators feel that this desirable objective is likely to be achieved in a short time. As educators, however, and for educational reasons, they are anxious that the practicability of achieving a realistic approach towards compulsory education should be soberly investigated. This enlightened minority are likely to be assisted in their demands by pressure of nationalist opinion, which sees in the development of education a means of spreading national culture and national sentiments among the people.

There are other important reasons why the time is ripe for assessing the ways and means by which compulsory education can be approached. Although Iraq, like many other countries is, economically, passing through a difficult stage, rapid development in thought and ways of life is taking place. The country is at present at the cross-roads between traditional and modern or western civilization. Change and development, in one direction or another, seem to be the order of the day. It is for this reason that a contemporary Iraqi educator urges that the present time 'affords a unique opportunity for making a good start in education'.

Before, however, considering the practicability of making a 'good start' or at any rate a new start in the direction of compulsory education, consideration must be given to the educational needs of the country at its present stage of development and the extent to which these needs are being met by the existing system. It will then be possible to consider, in the light of prevailing economic, political and social conditions, ways and means of achieving further advance.

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CHAPTER FOUR

ECONOMIC, POLITICAL AND SOCIAL FACTORS

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As was suggested in the previous chapter, although a long road will have to be traversed before the ideal of universal compulsory primary education can be achieved in Iraq, the time is ripe for further advance towards that objective. Pressure on existing school accommodation in the urban areas is acute, most of the villages are without schools, and large areas lack primary school provision of any kind. Yet quantitative advance has by no means been halted, and although many more children would be attending school at the present time if there were schools and teachers for them, new schools are being opened both in new buildings and in rented premises.

The Ministry of Education and all who have a concern for education in Iraq are well aware of these circumstances. A small minority feel that quantitative advance has gone far enough for the present and advocate that, before further large-scale development takes place, existing qualitative deficiencies in primary education should be put right. This will take time. In the meantime, it would be difficult to refuse to provide primary school places for the many who are clamouring for them.

While, however, thinking educators in Iraq wish for further advance in the direction of compulsory education, they know that this ideal can never be realized until serious economic, political and social obstacles which impede educational and other desirable social development can be overcome. As the Minister of Education in office at the time of writing put it: 'An emotional desire for more and better schools is not in itself sufficient. Sensible educational development can only take place if it is related to our current economic and financial problems.'

ECONOMIC FACTORS

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The Financing of Education. The first of these problems is finance. Little is to be gained from considering proposals for further advance unless they are accompanied by a realistic understanding as to how and where the money for them is to be found. The extent to

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658 which the Government have been prepared to find money for education is shown by the following table of national educational expenditure compared with total budget expenditure:

[65a] EXPENDITURE ON EDUCATION

Year	*For all purposes*	*For all education*	*Per cent of education to all purposes*
	£	£	
1920–21	5,556,574	130,360	2.35
1930–31	3,994,337	294,262	7.37
1938–39	5,469,813	708,056	12.94
1939–40	6,369,148	810,477	12.72
1940–41	7,144,910	848,168	11.87
1941–42	7,701,178	855,540	11.11
1942–43	10,620,822	1,131,414	10.65
1943–44	13,749,321	1,515,542	11.02
1944–45	15,484,752	1,335,475	8.62
1945–46	17,563,230	1,611,843	9.18
1946–47	18,428,567	1,737,604	9.43
1947–48	18,742,657	2,157,315	11.51
1948–49	21,947,994	2,572,625	11.72
1949–50	24,095,300	3,783,309	15.70

When one attempts to compare present national expenditure on education with what it would cost to finance compulsory education for all children, however, it cannot be suggested with even the most realistic optimism that there is much prospect of the money being available for some time to come. It is estimated that, at the present time, the cost of providing primary education is £8 per pupil per year. Thus the cost of providing compulsory primary education for the 750,000 children of primary school age, even at the existing level, would amount to considerably more than £6,000,000 per annum, i.e., probably twice as much as the total current educational budget. And this estimate does not take into account the cost of providing the new schools, of bringing existing school buildings up to better standards and of training the many more teachers who would be necessary. It also ignores the fact of the rapidly growing school population.

For this reason many responsible educators, when confronted with the cost, feel that no serious advance in the direction of compulsory education can be contemplated. This may or may not be true. There is always a need for financial realism, but there

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may be danger in holding up consideration of radical educational reforms until all the necessary financial provision is within sight. Those who wish for advance towards compulsory education but who are fearful of the consequent financial commitments could well be reminded that experience in some other countries has shown that, when the desire for educational advance really exists, the money necessary for its realization is likely to be forthcoming. Indeed, it is quite possible that in Iraq there exist monies which could be made available for educational purposes if means could be devised of extracting them into the public purse. This view may be the more valid when it is remembered that public education in Iraq is financed almost entirely from the central Government budget and that primary education, which is essentially a local service, makes little demand on local financial resources. More will be said later about the possibility of augmenting existing educational revenues from local sources.

Apart from the possibility of raising local revenue for educational purposes, before educational and other social services can be greatly extended, there will need to be larger contributions from the national budget. Some consideration must, therefore, be given to the wider question of the practicability of increasing the country's taxable wealth from which more money for public services may be derived. This inevitably leads to some discussion of two other important economic problems, the potential revenue capacity of the country and the related problem of land tenure.

The Potential Revenue Capacity of the Country. It is beyond the scope of this particular study to attempt to assess the potential revenue capacity of Iraq. This is a matter for fiscal experts. Some of the more authoritative of these maintain that the task of considerably augmenting the budget so that additional monies could be devoted to educational and other social services is not insuperable. They feel that, although in the early years of the creation of Iraq as an independent State the Government might not have felt itself sufficiently strong to make too many taxation demands, it is now able to do so. They suggest that it is now possible both to tighten up existing fiscal arrangements and also to obtain more revenue by increased or new taxes. These financial experts hold the view that, despite minor fiscal reforms in recent years, the taxation system remains traditional and too rigid and that effective attempts have not been made to increase revenue by bringing taxation into line with higher prices and the changed economic conditions of the post-war period.

One fiscal change advocated by these would-be revenue reformers is that income tax, which is practically confined to

for some time. Women have been employed so far only in exceptional cases. A new problem has been recently experienced in the high turnover of ordinary labour. Owing to the development of the oil industry in Kuweit and other Persian Gulf areas, and the high wages being paid there, many workers in Baghdad, and more still in the depressed farming areas, have been emigrating there. The turnover in the cotton textile industry of Iraq is estimated at 20 per cent of employed labour. 464

The main difficulty however lies in the shortage of skilled and semi-skilled labour. The vast amount of illiteracy among the population, and the failure to make elementary education compulsory has made it difficult to apply any system of apprenticeship successfully. Technical education provided by the State has so far been on a very limited scale - indeed, there are only three technical secondary schools in the whole of Iraq. Therefore a new industry has often first to train its own labourers and technicians, and this of course adds to costs. In the meanwhile, most industries are dependent on foreign technicians, experts, constructors, heads of sections, and foremen. The employment of foreign technicians no doubt is inevitable in the early stages of development, but it has its own drawbacks and burdens. Foreign skill demands higher rewards abroad than it would accept at home, the standard of skill obtained is often not the highest, service is often interrupted either by ordinary leaves, or illness or inability to fit in with local conditions. [212 871] [874]

The lack of qualified labour also applies to the fields of administration, accounts, and management. Efficient clerks, typists, store-keepers, accountants and secretaries are in great demand and very few are available in Iraq. The inadequacy of State commercial education is no less than that of technical education. The scarcity of able management is a serious obstacle to the progress of industry. Those few who have entered the field of industry are mostly of the type of proprietor-manager (even in joint-stock companies managers are usually fairly large share-holders); while the members of boards of directors of industrial companies, (about twenty to twenty-five men) mostly have their own business or profession to attend to. No wonder they show reluctance to go into new enterprises. For one reason or another salaried managers have not made their way into industry, except in very rare cases. On the other hand foreign management, especially on the [658 874] 464 472 473

175* 727* 871 education or to regard it as of secondary importance in the work of regenerating the country. Nevertheless, only two primary schools were established by the end of 1915, although subsidies had been granted to the two institutions already mentioned.

TABLE I

Main Headings	1915–16	1916–17	1917–18	1918–19	1919–20
	Rupees	Rupees	Rupees	Rupees	Rupees
1. Hesdquarters Administrative Expenditure.*	5,54,230	11,83,425	24,18,253	33,90,100	73,60,714
2. Political Officers, Revenue Establishments	5,48,892	9,19,085	51,89,233	93,21,690	70,67,420
3. Customs	1,11,898	3,85,800	5,80,350	6,75,000	29,64,169
4. Transport	—	—	—	—	30,87,834
5. Judicial	1,20,207	1,27,295	2,14,983	3,73,000	8,21,145
6. Medical	61,345	87,180	1,39,887	4,63,750	20,31,542
7. Education	6,500	23,530	35,500	1,80,000	8,86,808
8. Police	1,99,146	2,86,975	8,90,163	12,04,080	22,71,389
9. Jails	20,126	44,460	98,517	1,67,400	5,44,304
10. Public Works	—	1,05,450	4,61,400	8,74,700	49,63,292
11. Posts	—	—	—	—	23,74,831
12. Telegraphs	—	—	—	—	8,19,868
13. Survey	—	—	—	—	94,859
14. Irrigation	—	—	—	—	38,78,605
15. Agriculture	—	—	—	—	3,81,738
16. Levies	—	—	—	—	66,49,490
Totals	16,22,344	31,63,200	100,28,286	166,49,720	461,98,008

* Includes Salaries, Secret Service, Subsistence Allowances, Sea Passages, Telegrams, Stationery, Press, etc.

Figures for all years, except 1919-20, based on *Review C. Admin.*, 1914-1920, p. 119. Figures for 1919-20 based on actuals in *Budget Estimates*, 1920-21, p. iii.

●658 871 175 727* During the same period only Rs.6,500 were spent on promoting education, or 0.4 per cent of the civil expenditure, Rs.16,22,344.[1] In the following fiscal year,[2] however, Rs.

[1] Note by Financial Secretary in *Review C. Admin.*, 1914-1920, p. 119. For table of expenditures by heads, see Table I.

[2] April 1st to March 31st.

6:Ireland S-5 (no date)1937 MHI Iraq MHI

23,530 or 0·74 per cent of the total civil expenditure were spent, entirely in Basra Wilayet. Nor did the situation improve after the taking of Baghdad, the attention of the authorities being almost exclusively taken up with consolidating the military and political situation. Expenditure on education in 1917-18 totalled but 0·35 per cent of the total civil expenditure.

Not until the appointment of a Director of Education, Major H. E. Bowman,[1] in September, 1918, was a vigorous start made towards creating an educational system. By the end of 1918, twenty primary schools had been set up,[2] but expenditure still formed only 1·08 per cent of the total expenditure. The desire for schools and educational facilities, especially the opportunity to learn English, was everywhere manifest, petitions and requests coming from all parts of the Occupied Territories.[3] To meet these demands, twenty-one new primary schools were opened in 1919,[4] while a further fifteen were added in 1920, which, including twenty-four subsidized schools, brought the total number to eighty-five boys' schools of all types, and five girls' schools,[5] with a total enrolment of 6,182 pupils or one for every 462 of the population.[6] The proportion of the expenditure for Education to the entire expenditure in this year, the fifth of the British Occupation, had risen to 1·9 per cent.[7]

[1] Egyptian Ministry of Education, 1903-1923; Director Palestine Education Department, 1920-36.

[2] *Administrative Report of Education*, 1918, p. 10 (hereafter *Admin. Rep. Ed.*, 1918).

[3] *Fortnightly Reports of Political Officers, Baghdad Wilayet, 1st-15th June*, 1918: Mandali, p. 23 (hereafter *Fortnightly Rep'ts*); *Monthly Rep'ts, January*, 1919; Basra Sanjaq, p. 32; Qurna, p. 79; Ibid., *August*, 1919: Erbil, p. 45; Ibid., *November*, 1919: Dulaim, p. 14.

[4] *Administration of the Department of Education for the year* 1919 (Baghdad, 1920) (hereafter *Admin. Rep. Ed.*, 1919).

[5] *Review C. Admin.*, 1914-1920, p. 104.

[6] On the basis of the census, 1918-19, of 2,890,000 inhabitants.

Education	..	..	..	Rs. 8,86,808
Total Budget	..	..	..	Rs. 461,98,008

These figures are taken from actual expenditure given in *Budget Estimates*, 1920-1921, p. iii. They differ slightly from the estimates given in *Review C. Admin.*, 1914-1920, p. 119.

[7] See Table II.

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department, no administrative order in the Ministry being given by a British official after 1923.[1] The responsibility for the educational system thus has been largely 'Iraqī, in spite of the inclination both of 'Iraqī officials and of American educationalists to lay the blame for its deficiencies at the feet of the British officials. Indeed, more influence of foreign origin has been exerted on the educational system by 'Iraqī students returning from American and English schools and Universities than by the British officials of the Ministry.

No government department has been a greater source of optimism for the continued development of 'Iraq, both to 'Iraqī and to foreign observers, than has Education. No other department can point to budget appropriations which have steadily increased from 1921, the amount assigned in 1932 to Education being more than double the sum in 1921.[2] No other Ministry can show such concrete and progressively achieved results. The number of primary schools for boys has increased from 124 in 1921 to 247 in 1930, the enrolment increasing from 12,226 to 24,885. In the same period, girls' schools have increased from 27 to 44, with an increase in enrolment from 3849 to 6003. During this period, secondary and intermediate schools have grown from four, with an estimated attendance of

[1] *Progress of 'Iraq*, p. 224.

[2] A summary of the expenditures of the Ministry of Education, 1921-32) in lacs of rupees) is as follows:

Year	*Expenditure*	*Percentage of Budget to total expenditure*
1921–22	19·36	3·3
1922–23	19·94	4·1
1923–24	18·15	4·0
1924–25	22·13	4·59
1925–26	23·48	4·43
1926–27	26·93*	5·2
1927–28	27·42	4·74
1928–29	32·01	5·33
1929–30	37·18	6·42
1930–31	38·41	7·5
1931–32	39·98	7·9

* The budget of the Antiquities Department and of the Engineering School was added to the Budget in this year and in subsequent years.

6:Ireland S-5 (no date)1937 MH1 Iraq MH1

658 238 students, to fifteen with 1863 students. Nor has the increase
871 in schools been attended by a decrease in the quantity or
[875] quality of the teachers, although they are admittedly still inadequate in numbers and in training. The return of 'Iraqī students sent abroad at the expense of the Government in lieu of setting up its own Higher Educational Institutions has brought fresh blood, progressive ideas and new standards to Education to an extent not equalled by any other Ministry. Careful efforts have also been made, particularly in recent years, to adapt Western methods to 'Iraq instead of blindly adopting them. In this respect, the educational system in vogue in present-day Turkey has been looked to as furnishing a model.

871 Notwithstanding these praiseworthy achievements, concern has been expressed both by 'Iraqīs and by others lest various tendencies, now observable in the educational system, mar the work of the Ministry. Such trends seem to be: the extension of the number of schools without maintaining their grade or the standard of work required by them; the failure of the Ministry to dissociate itself entirely from political struggles and controversies; and the acquisition by students of the view that education is vocational rather than cultural in aim and that government positions should be the reward of their school certificates. On the ability of the educational system to free itself from these handicaps, either by the wise direction of educational affairs on the part of those in authority or by the growth of a new attitude on the part of the people themselves, will depend much of the continued progress of 'Iraq.

744 In other fields, a health service has been in existence since
759 the British Occupation, a Medical School has been created at Baghdad, plague and cholera checked and sanitary regulations for the corpse traffic to the Holy Cities imposed. On the other hand, the Medical School has been unable to provide sufficient highly trained graduates with a willingness to take posts in out-
[758] lying districts. Medical centres are unable to reach but a small
164 portion of the total population. Malaria, tuberculosis and eye dis-

7: International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

cil, consisting of officials and non-officials conversant with different types of educational problems, might give valuable assistance to the Ministry in formulating educational policies and programs and guarding against hasty and ill-considered changes in approved programs.

Training Abroad

A word should finally be said of the Ministry of Education's program for educating Iraqis abroad. During the last 10 years no less than 781 Iraqis were sent abroad for education at government expense. Of these, 234 studied engineering; 53, other technical and industrial subjects; 103, agriculture; 39, commercial subjects; 24, medicine; 56, law; and 272, education. Many of these will be returning over the next few years and will be capable, if given an opportunity, of playing an important role in carrying out the development program. This type of educational program undoubtedly merits further expansion. At present the fields of study are decided by the Council of Ministers upon the recommendations of the various ministries. In the future it is suggested that the Development Board also be consulted on the most important requirements in the light of its overall program.

7: International Bank N. S-4 (1951) 1952 MH1 Iraq MH1

that most of their graduates are not equipped to set up a workshop or business of their own or even to find useful employment in established private business. Instead, most of them hanker after government jobs or clerical positions in banking and commerce.

The total number of students in all technical institutions at present is a little more than 750. This is very small both in relation to the total population and the growing technical needs of the country. Moreover, so far as the Mission could discover, many technical graduates are not being fully utilized in types of work for which they are qualified. This represents a source of wastage which can be avoided partly by better coordination between technical schools and technical occupations, and partly by placing more stress on practical training in the schools. In expanding the existing facilities, provision must presumably be made for (1) the training of full-time students, and (2) supplementary training of promising workers selected from factories and workshops. In the latter case the course will need to cover not only the kind of technical knowledge best imparted through classroom instruction but also any deficiencies in formal education such as reading, writing and mathematics. In both cases the practical training with tools, machinery and other types of equipment should be given in well-equipped workshops like those of the railways and the Iraq Petroleum Company. Technical education should therefore be planned jointly with the management of such shops, and a system of apprenticeship should be instituted in all factories and on construction projects.

The State has sent about 780 candidates for study abroad during the last 10 years. It will no doubt be necessary to continue this policy for some years but it should be carefully reviewed in the light of the developing needs of the country. The Mission would urge three points on the attention of the government in this connection. First, the availability of training facilities abroad should not delay establishment of such facilities in Iraq, particularly for the training of people at what may be called the intermediate level. Local technical institutions should give special attention to training foremen and supervisors who would act as intermediaries between the highly trained engineers at the top and the semiskilled or unskilled labor. There is a general com-

3:Royal Institute of International Affairs U-4 (no date)1954 M1 Middle East
Iraq MH1

helminthosis are endemic. There are occasional outbreaks of smallpox, typhus, and more rarely plague and cholera. With the greater provision in the budget for schemes of public health, the increased employment of international specialists and the considerable assistance tendered by the World Health Organization, there is every prospect that the incidence of endemic diseases will be greatly reduced. Fundamental results may be expected from modern medical training, with emphasis on the environmental aspects of disease and the need for prevention as much as or even more than cure, and, above all, from the efforts of the administration to improve the environment itself, with especial reference to drainage and water-supply. In addition, attention is to be paid to the public health aspects of the pilgrimages. The curative services have in general received more attention than the preventive and have improved considerably in the past thirty years. Simple conditions are treated in some 400 state dispensaries, distributed fairly evenly throughout the country but varying in their equipment and staff; it has hitherto proved difficult to attract doctors to the provinces and particularly to the rural districts. Each *liwa* centre has a general hospital, the larger towns more than one. There are also specialized hospitals for maternity and child welfare, for infectious, chest, eye, venereal, and mental diseases, and for lepers. The army, police, railways, Port of Basra, Ministry of Education, and oil companies maintain their own medical services and hospitals, and there are in addition an American Mission Hospital and a number of private nursing homes. A five-year programme, financed by the Development Board, will provide for the repair, extension, and replacement of medical buildings which have become old or inadequate. There is an acute shortage of well-trained nurses; attempts to expand the service are hampered by the reluctance of Muslim girls of good family to enter it.

Education

The state provides elementary, intermediate, secondary, and higher education, all, since December 1952, completely free. There are also private and foreign schools on a kindergarten, elementary, intermediate, and secondary level.

State Education. Primary education, by law universal and compulsory where facilities exist, begins at the age of six and continues for six years. It has been limited by a shortage of schools and trained teachers, especially in the villages. Plans are in hand to meet the need. The rapid expansion of state primary education is demonstrated in the following table:

3sRoyal Institute of International Affairs U-4 (no date)1954 M1 Middle East

Year	No. of schools	No. of teachers	No. of students
1920–1	88	486	8,001
1930–1	316	1,325	34,513
1940–1	735	3,525	90,794
1950–1	1,101	6,367	180,779

(Source: Ministry of Education.)

Intermediate education (three years) follows the elementary and is followed by two years' secondary education. The number of state intermediate and secondary schools is also being rapidly increased, as the following figures indicate.

Year	No. of schools	No. of teachers	No. of students
1920–1	3	34	110
1930–1	19	129	2,082
1940–1	56	472	13,969
1950–1	121	999	22,707

(Source: Ministry of Education.)

Private and Foreign Schools. The former include those of the various religious communities, the latter British, American, and Persian schools. Figures for 1953 show an enrolment of some 15,500 pupils in the primary schools and 10,000 in the intermediate and secondary schools, representing about 6 and 25 per cent respectively of the total enrolment in the country.

Higher Education. The higher educational institutions, some of them coeducational, all under state control, are: Higher Training College for Teachers, College of Arts and Science, Law College, College of Medicine and Dentistry, College of Pharmacy and Chemistry, College of Commerce and Economics, Engineering College, Agricultural College, College of Religion, Military and Police Colleges, and Queen Aliya College, which provides girls with arts and, to some extent, secretarial instruction or prepares them for domestic science teaching and the expanding social services. The total number of students in these institutions is at present approximately 5,000. Figures for previous years are as follows: 1920–1 (one college) 65; 1930–1 (four colleges) 100; 1940–1 (four colleges) 900.[1] It is hoped in the near future to implement a proposal now under discussion for combining the higher institutions into a university.

Vocational Training. State vocational training on a secondary level, whose extension is being planned, may at present be divided as follows. *Industrial:* Government technical schools in Baghdad, Kirkuk, and Basra, with another planned for Mosul. The Agricultural Machinery Department of the Ministry of Agriculture is planning to establish training centres for mechan-

[1] Figures given by the Ministry of Education.

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to another are arranged, plans for new schools and classes are decided upon, and proposals, policy matters, complaints, and criticisms are discussed.

Finally must be mentioned the newly founded Committee on Authorship, Translation, and Publication, which is a self-perpetuating body of learned men forming a kind of academy. It may have a minimum of ten and a maximum of twenty members distributed among the various branches of learning. This committee endeavors to enrich the "Arabic Library" by translating important classics as well as modern books of science, technology, and general culture; to encourage original research and writing; to publish old Arabic manuscripts; and to standardize Arabic scientific terminology. The committee holds regular meetings to choose books to be translated or written, to select writers and translators, and to read and discuss the researches of members. It may give financial assistance to translators, authors, and publishers in the form of grants, purchase of copyrights, prizes, or any other manner considered advisable. It plans to establish contact with learned men and societies in Iraq and abroad, particularly throughout the Arabic world. Finally, it plans to publish its own bulletins and periodicals embodying the researches of its members.

Educational Finance

The Ministry of Education receives the third largest budgetary provision of all the departments of the Iraqi government, being exceeded only by the army and the police. The public educational institutions of Iraq are entirely supported by the central government. The provincial authorities contribute nothing to the school fund, nor do the municipal authorities except for occasional assistance given to poor pupils. For specific purposes, such as aid to poor students or enlargement or repair of a school, contributions are occasionally solicited from private citizens of a locality, under the auspices of the administrative and educational authorities. The schools may give dramatic performances and exhibits to secure funds for special needs. Except for these minor and irregular sources, the central government pays the whole cost of public education.

The percentage of the general budget allotted to education has fluctuated from year to year. Starting with 2.3 percent in 1920–21, it reached a maximum of 12.9 percent in 1938–39, declined again in the following years to 7.8 percent in 1944–45, and showed a slight rise to 8.6 percent in 1945–46. In absolute figures, however, the sums allotted to the Ministry of Education have risen consistently (except for 1923–24) from 130,360 dinars ($521,440) in 1920–21 to 1,630,800 dinars ($6,523,200) in 1945–46. The decline in the percentage in recent years shows that

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[873] Of 1,011 graduates of secondary schools in 1942–43, only 470, or 46.5 percent, entered higher institutions in Iraq or went abroad to study. Admission to the colleges is based primarily upon scholastic standing and proportional representation of each province.

With the exception of the Law College,[2] instruction in the colleges is free, the student signing a contract to serve the government after graduation for a specified number of years. The Colleges of Medicine, Pharmacy, and Law have no boarding arrangements, but all other colleges maintain boarding departments at government expense. Other government aid for students studying at its expense includes books, medical care, travel, and in some cases clothing.

[871] The Iraqi public-school system is essentially democratic in character, affording a large measure of equality of opportunity to students. It is largely a free system, fees charged in secondary schools being small and provision being made for a large percentage of exemptions for the poor student of little better than average standing.[3] Even higher education is almost entirely free, the Law College being the only important exception —and there the bright poor student is exempted from payment of fees. [658] Moreover, the government has taken up the heavy burden of providing vocational and professional education entirely at its own expense.

Recently the Ministry of Education has taken steps to extend post-primary educational opportunities for village boys. Formerly the only courses available to poor village boys were in the rural-teachers colleges or the technical schools in Baghdad or Mosul. If a village boy wanted to proceed to the intermediate and secondary schools in the capitals of the provinces, he had to have means to support himself—and few did. In [555] September 1945 the Ministry of Education adopted the policy of opening a boarding department in the capital of each province where 10 bright village boys can be taken annually at government expense and so allowed to pursue their secondary education. In addition, some of the brightest primary-school graduates are admitted annually from each province to King Faysal College for boys where they receive their secondary-school education in English at government expense. Some of the brighter girls from each province are admitted after graduation from the intermediate schools into the secondary section of the Queen 'Aliyah Institute at government expense.

[2] A College of Commerce was founded in 1946-47 and charges fees at the same rate as the College of Law—15 dinars ($60.00) per annum.

[3] Secondary-school fees were abolished entirely in 1946.

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X374 irrigation, railways, roads, and economics; the fourth, strength of materials, theory of structures, hydraulics, surveying, municipal engineering (water supply and sewage disposal), estimating (specifications and contracts), engineering law, and design (structures, irrigation works, and buildings). Lectures and practical work total from twenty-eight to thirty-two hours per week. This curriculum will be expanded when specialization in mechanical and electrical engineering is added.

No tuition or boarding fees are charged, but students sign a contract to work for a period of five years after graduation in the Department of Public Works. During this period of employment they are paid on the same scale as other government officials with similar preparation and experience.

Educational Missions

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177 It was in 1921, just after the foundation of the national government and the accession of King Faysal I to the throne of Iraq, that the Ministry of Education proposed sending qualified students abroad to study. That year nine of the brighter boys were picked from the secondary schools, six of whom were sent to the American University of Beirut in Lebanon and three to England. Of these, two were to study medicine in England, one was later to study agriculture in the United States, and six were to prepare for high-school teaching. From the first, the idea of educational missions was to train specialists to meet Iraq's needs in the fields of health, education, and agriculture.

Needs multiplied until foreign educational missions were projected in no less than forty-six of the most diverse subjects. These included various sciences and subjects necessary to teaching, such as physics, chemistry, biology, mathematics, history, geography, Arabic, and English. Students were sent to study education, psychology, and kindergarten methods, chiefly in America. Agriculture was studied almost entirely in America. Students went abroad to study all types of engineering, surveying, architecture, the social sciences, modern business practice, astronomy, geology, meteorology, and law. The establishment of the Royal College of Medicine at Baghdad in 1927 almost stopped the movement of medical students to foreign universities, except for graduate study, but they continued to go abroad to study dentistry and veterinary science. They went on missions to study technical trades, archeology, Islamic art, physical education, printing, library science, and home economics. For the study of painting, sculpture, and music they were sent principally to France and Italy.

As the fields to be studied on mission became more numerous, so did the

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number of students sent. The number of students supported wholly or almost wholly by the government rose from 9 in 1921 to 93 in 1928–29 and reached the peak figure of 238 in 1939–40. It declined because of World War II to 114 in 1943–44, but began to increase in 1945. Altogether more than 700 students have been sent abroad for study in the last quarter-century. The number of students who studied abroad at their own expense is at least as large.

Missions have been sent to eleven different countries, Lebanon receiving the most because of the popularity of the American University of Beirut. This University has not only prepared a large number of teachers for the Iraqi secondary schools; it has also served as a station for students going to America, to improve their English and prepare them for advanced study in the United States. After Lebanon, England receives the most, then Egypt, and in order, the United States, Switzerland, France, Germany, Sweden, Turkey, Italy, and India. World War II limited the missions for the most part to Lebanon and Egypt.

The first mission students returned to Iraq in 1926 and were absorbed by the secondary schools and the Primary Teachers College. Since then hundreds of students have returned. Most of them and most of the students who studied abroad at their own expense have gone into government posts where they are helping to fill a great need. At least 4 have attained cabinet rank, while many have become directors general of various departments and members of Parliament. The largest number have gone into teaching or administrative posts in the Ministry of Education. The next largest group are in technical posts in engineering or agriculture. Others are scattered throughout the ministries, having begun their careers as teachers and transferred from the Ministry of Education.

The budget for educational missions began in a modest way in 1921 and reached its highest peak of 62,000 dinars ($248,000) in 1938–39. It declined to 45,000 dinars ($180,000) in the war years, but is now expected to be increased. For a full-scholarship student the government pays nearly all his necessary expenses, including tuition fees, travel expenses to and from his place of study, an adequate monthly allowance for living expenses—varying from country to country—and an allowance for books and medical care. Any major medical treatment or surgery is also paid for by the government. A former government official sent on a mission receives, in addition to these benefits, one-third of his former salary to help support his family. In return for all this, the student signs a contract which commits him to serve the government one year for each year of study. In case of default or of failure to complete his studies, he must

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reimburse the government for all expenditure in his behalf. This system allows many a bright but impoverished student to achieve a kind of education and career that unaided he could never have had.

Regulations govern the selection of students and other aspects of this program. The latest revision of the regulations was in 1942, and, according to these, a student to be eligible must be at least a secondary-school graduate with an average of no less than 66 in the public examination and of no less than 75 percent in the subject of his specialization; he must pass a medical examination and be interviewed by the selection committee, which looks into his credentials and into a confidential report from his former school principal. To qualify for postgraduate study abroad, a student must have attained first- or second-class honors in his undergraduate course.

The Council of Ministers determines the number of students to be sent every year and the fields to be studied, basing the decisions on statements of the various ministries and departments concerning their needs. With the growth of the various colleges in Iraq, more emphasis is being placed upon postgraduate study to prepare advanced specialists. In undergraduate work there is a good deal of concentration on the various branches of engineering and technology.

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of peasants and tribesmen are illiterate. Theoretically, primary education is compulsory for both sexes, but the facilities are inadequate, particularly in the rural areas. Recent estimates indicate that the literacy rate in the country as a whole approximates 10 per cent, in contrast with about 40 per cent in Baghdad and the larger cities. Education is controlled by the government, and public instruction is available at all levels from the primary schools through the professional colleges. There is no university in Iraq, but the incorporation of the present colleges into a national institution, with university status, has been proposed. Separate colleges of medicine, pharmacy, law, science, arts, fine arts, engineering, commerce and teachers' training, as well as various types of vocational schools, are supported by the government. Secondary schools are also maintained by private and mission groups. Government scholarships are provided annually to qualified students for study abroad, usually in Egypt, Great Britain or the United States.

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Vital Statistics

Valid vital statistics are almost nonexistent, since the registration of births and deaths is admittedly incomplete, even in the principal cities, as Baghdad, Basra and Mosul. The general reluctance of the inhabitants to report births, deaths and other statistical data and the large size of the nomadic and the semimigratory populations are factors contributing to the inaccuracy of the figures available. Within recent years statistics have been compiled by the government health organization in 75 centers under the jurisdiction of medical officers, but they do not reflect conditions throughout the country. In 1950, these health districts covered a population of 1,160,000, distributed in all 14 of the provinces into which Iraq is divided. The birth rate was estimated at 27 per 1,000 population, and the death rate at 12 per 1,000. Competent authorities, however, believe that the over-all birth rate is nearer 40 to 50 per 1,000 popu-

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